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ABSTRACT

After analyzing the needs of special student populations in vocational and technical education in South Carolina, private sector involvement in vocational and technical education, and the distribution of funds for secondary and postsecondary vocational education in the state, the South Carolina Council on Vocational and Technical Education developed the following recommendations. Efforts to serve special population groups outlined by the Carl D. Perkins Vocational Education Act of 1984 should be continued. The Office of Vocational Education should analyze the declining handicapped enrollment and find ways of rectifying the situation. Greater marketing efforts should be directed toward special population groups. The State Board of Education should revise its guidelines for the involvement of advisory committees in vocational and technical education and should establish some process for ensuring that active use is indeed made of local advisory committees and/or councils. The current ratio of expenditures of federal funds for vocational education between secondary and postsecondary vocational education programs should be maintained at essentially the same level and in the same manner. (MN)

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# About The State Council

## On Vocational and Technical Education

The State Council on Vocational and Technical Education is a separate state agency established under the auspices of the Carl D. Perkins Vocational Education Act of 1984 which authorizes federal funds for vocational education in the state.

That Act, (P.L. 98-524) specifies that for a state to be eligible to receive federal funds for vocational education, among other conditions, the state must have a State Council. The Council has a responsibility to evaluate and make policy recommendations to the two State Boards for vocational and technical education so that they might expand, improve, and modernize the programs.

The Council's responsibility includes both secondary and postsecondary programs although these are administered by two separate boards; The State Board of Education and the State Board for Technical and Comprehensive Education.

The Council is mandated to offer recommendations to ensure the availablity and quality of vocational education programs in this State and to offer these recommendations and to report periodically to: U.S. Secretaries of Education and Labor, the Governor, State Boards, the Public and other groups.

All 13 members of the State Council are appointed by the Governor to represent the interests of business, industry, labor, education and the general public and to meet the federal requirements of the Carl D. Perkins Vocational Education Act. (P.L. 98-524).

The Council's staff office is located in Columbia, South Carolina. Stephen A. Carter is Chairman and Robert H. White is Executive Director.

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# Introduction

This publication is presented by the South Carolina Council on Vocational and Technical Education in order to fulfill certain Federal requirements mandated by the Carl D. Perkins Act.

The Act requires (among other duties) that the State Council:

". . .advise the State board and make reports . . (on) policies the State should pursue to strengthen vocational education (with particular attention to programs for the handicapped) . . .report to the State board on the extent to which the individuals described in section 201 (b) are provided with equal access to quality vocational education programs . . . .

". . .advise the State board and make reports to the Governor, the business community, and general public of the State, concerning . . . initiatives and methods the private sector could undertake to assist in the modernization of vocational education programs; . . . submit recommendations to the State Board on the conduct of vocational education programs conducted in the State which emphasize the use of business concerns and labor organizations; . . . recommend procedures to the State Board to ensure and enhance the participation of the public in the provision of vocational education at the local level within the State, particularly the participation of local employers and local labor organizations; . .

". . . analyze and report on the distribution of spending for vocational education in the State and on the availability of vocational education activities and services within the State; and . . .assess the distribution of financial assistance furnished under this Act, particularly with the analysis of the distribution of financial assistance between secondary vocational education programs and postsecondary vocational education programs."

The Council addresses these requirements in three separate reports contained in this single publication.

June 1988
SOUTH CAROLINA COUNCIL ON VOCATIONAL AND TECHNICAL EDUCATION
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## RECOMMENDATIONS

**The Council recommends** that the efforts to serve special population groups outlined by the Carl D. Perkins Act be continued.

**The Council recommends** that the Office of Vocational Education analyze the declining handicapped enrollment and find ways to rectify the situation. This drop in enrollment is of particular concern since one of the Office's stated program expansion goals in the 1985-86 Vocational Education Performance report was to, "Increase the number of handicapped students in secondary vocational education programs by 33 percent." However, 1986-87 handicapped enrollment figures showed even further decline.

**The Council recommends** that greater marketing efforts be directed toward special populations groups.

*It is an observation of the Council that the smaller amounts of monies for sex equity grants might be put to better use through pilot projects which benefit South Carolina on a statewide basis rather than at individual, district levels.*

## RECOMMENDATIONS

*Vocational education at the secondary level has State requirements for private sector involvement which far exceed the Federal requirements. From the limited reporting of compliance with the requirements for advisory committees and advisory councils, it appears that in most cases the additional requirements are being met by the local school districts. The State Board of Education, Office of Vocational Education, is commended for establishing these additional requirements.*

**The Council recommends** that the State Board of Education revise a set of guidelines for the involvement of advisory committees. These guidelines should be written so they will be clear to others not involved in administration, and provide guidance to lay committee members in detailing the duties, expectations, and requirements for each type of advisory group.

**The Council recommends** that the State Board for Technical and Comprehensive Education update the obsolete policy #3-1-401.1.

**The Council recommends** that the State Board for Technical and Comprehensive Education establish some process for ensuring that there is, indeed, active use of local advisory committees and/or councils.

## RECOMMENDATIONS

1. The current ratio of expenditures of federal funds for vocational education between secondary and postsecondary vocational education programs should be maintained at essentially the same level and in the same manner.

2. Vocational education groups and professional personnel should be supportive of budget requests for funds for occupational education by technical education, and the technical education professional personnel and/or groups should also be supportive of the need for state funds for vocational education.

3. In some areas coordinating groups for adult vocational education have been established to continue beyond the initial two years of the individual area Occupational Training Advisory Committees (AOTACs). Where these committees exist, informational notices of the award or distribution of funds for adult vocational education should be provided to the committee any time these funds are made available.

4. The State Board for Vocational Education (State Board of Education) should develop strategies and establish some pilot project or projects to increase the utilization of the vocational education facilities. This should emphasize increased use of the area vocational education centers where there are not ongoing programs of adult vocational education and adult education in addition to the secondary vocational education programs.

*Special*

# Student Populations

in

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# *Private Sector Involvement*

**in Vocational and Technical Education**

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# ANALYSIS OF DISTRIBUTION OF FUNDS

**FOR SECONDARY AND POST SECONDARY VOCATIONAL EDUCATION**

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# *Special*
# Student Populations
## in
## Vocational and Technical Education

Facts about South Carolina's population are well known:

*South Carolina has one of the highest rates of incarceration in the nation;*
*South Carolina has one of the highest pregnancy rates in the country;*
*South Carolina has one of the highest teenage rates of illiteracy in the country;*
*South Carolina has the lowest SAT scores in the country;*
*South Carolina has one of the highest high school dropout rates in the nation.*

For these and many other reasons, it is imperative that South Carolina's education systems continue to focus on "at risk" groups which include the disadvantaged, the single parent, and the incarcerated.

The National Alliance of Business' (NAB) February 1986 Report, tells of the alarming national growth rate of teenage pregnancies, "Nearly half of all black females are pregnant by age 20 and half of these young mothers will not complete high school," the Report states. The NAB estimates that teenage pregnancies cost about $16 billion per year in welfare costs alone.

Also included in the February 1986 NAB report are predictions about what will occur in the labor force by the Year 2000. "The incidence of female headed households will continue to increase. Women will account for two-thirds of the labor force growth during the 1990's."

These statistics emphasize the importance of turning expenditures toward the single parent/homemaker programs and sex equity programs.

In the same report, it was noted that of those who will be employed in the year 2000, 85% are *already* in our current workforce. According to the U.S. Census, there are 126,306 South Carolinians age 18 or older who have not completed high school. Of this number, 726,230 have less than a fifth grade education, 468,167 have less than a ninth grade education and 457,639 have one to three years of high school.

Most would agree that the Carl D. Perkins Vocational Education Act of 1984 has provided the impetus for significant change and improvement in vocational education throughout the State of South Carolina. The Act amended the Vocational Education Act of 1963 and one of its major purposes was to ensure that individuals who were previously underserved by vocational education programs were provided with access to quality vocational education programs.

Those special population student groups identified in the Perkins Act include individuals who are disadvantaged, who are handicapped, men and women who are entering non-traditional occupations, adults who are in need of training and retraining, individuals who are single parents or homemakers, individuals with limited English proficiency and individuals who are in incarcerated in correctional institutes.

One way in which the Act ensures special populations access to quality vocational education programs is to outline the allocation of Basic State Grant's monies to provide services for these identified special populations groupings. In fact, Title II, Part A of the Perkins Act specifies that 57 percent of each State's Federal vocational education basic grant must be spent on programs and services for special populations in the following proportions:

| | |
|---|---|
| Handicapped | 10.0% |
| Disadvantaged | 22.0% |
| Adult/Postsecondary (training-retraining) | 12.0% |
| Single Parents and homemakers | 8.5% |
| Sex Equity Grants | 3.5% |
| Incarcerated | 1.0% |

Requests for information concerning South Carolina's expenditures and programs for these special population groupings were sent by the Council to the Office of Vocational Education in the State Department of Education and to the office of the State Board for Technical and Comprehensive Education on September 15, 1987. This paper examines those responses and information included in other documents such as *South Carolina Education Performance Report for 1985-86* and the *South Carolina FY 1988 Administrative Provisions for Vocational Education.*

# HANDICAPPED

*The term "handicapped", when applied to individuals, means individuals who are mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, orthopedically impaired, or other health impaired person, or persons with specific learning disabilities, who by reason thereof require special education and related services, and who, because of their handicapping condition, cannot succeed in the regular vocational education program without special education assistance. (P.L. 98-524, p. 2484)*

**K-12 Population: Handicapped**

By closely examining one year's data, a better understanding of the composition of this grouping is possible. The total handicapped student population (K-12) in the South Carolina school system in 1985 was 66,527. Expressed as a percentage, South Carolina's 1985 handicapped student population (K-12) was about 11% of the total K-12 student population. (National figures place the total school-age handicapped population at about 10%.)

**Vocational Education Population: Handicapped**

In 1985, Vocational Education's secondary handicapped student population was approximately 9.9% of the total vocational education student population (See Table 2). The 1985-86 Vocational Education Performance Report provides a description of South Carolina's secondary level handicapped student population. The report states that 7,584 handicapped students were enrolled in secondary vocational education programs in the State during 1985-1986. Of that student population, about 71% received additional services in mainstream programs, and 29% received those services in self-contained programs.

This annual Performance Report by the Office of Vocational Education reveals that about 95% of the vocational education handicapped student population were handicapped due to one of three conditions: mental retardation (3,905); a specific learning disability (2,746); or a seriously emotionally disturbed classification (605).

Sex and race composition indicated that of the handicapped students in vocational education, 66% were males and 62% were black, as compared to 49% males and 44% black for all students enrolled in vocational education in the state.

Handicapped students were reported to be enrolled in vocational courses in all areas, indicating equal horizontal access to vocational programs.

Since 1984-85, handicapped student enrollment in vocational education programs has shown a slight decrease in both numbers and percentage of vocational education population (see Table 1) dropping from 7,972 (10.1%) in 1984-85 to 7,304 (9.5%) in 1986-87.

**Administrative Provisions: Handicapped**

The Provisions outline the notification process which requires that handicapped students and their parents are apprised of vocational education programs ". . . at least one year before the student enters the grade level in which vocational education programs are first generally available in the State, but in no case later than the the beginning of the ninth grade . . ."

Also delineated by the State are administrative requirements for each handicapped student who enrolls in a vocational education program:

*"Each eligible recipient shall provide to each handicapped student that enrolls in a vocational education program:*

*"An assessment of the interests, abilities, and special needs of that student with respect to completing successfully the*

*vocational education program;*

*"Special services, including adaptation of curriculum, instruction, equipment, and facilities designed to meet the needs established under the previous paragraph;*

*"Guidance, counseling, and career development activities conducted by professionally trained counselors who are associated with the provision of such special services; and*

*"Counseling services designed to facilitate the transition from school to post-school employment."*
*(Admn. Provisions, p. 66)*

Public law 94-142, further requires that an Individual Education Program (IEP) be developed by each Local Education Agency (LEA) for each handicapped student.

The S.C. FY 1988 Administrative Provisions for Vocational Education states:

*"...To assure compliance with P.L. 94-142 the review process includes that a designated representative of the Office of Handicapped, State Department of Education, recommend approval of each local plan serving handicapped students... Programs, services, and activities provided shall be consistent with these individual programs. On-site evaluations performed by Office of Vocational Education staff members will monitor these individual plans and compare actual programs/services/activities provided with those authorized in the approved local plan to assure compliance." (Admn. Provisions, p. 67.)*

### Vocational Education Expenditures: Handicapped

The new South Carolina FY 1988 Administrative Provisions for Vocational Education outlines how Federal setaside funds are to be used for handicapped students:

*"Federal setaside funds used for handicapped individuals, to be served in a self-contained or mainstreamed program are limited to supplemental or additional staff, equipment, materials, and services that are not provided to other individuals in vocational education (excess cost) and that are essential for handicapped individuals to participate in vocational education." (Admn. Provisions, p. 68)*

South Carolina's total expenditures of Federal funds for Vocational Education were reported to be $11,475,923 for 1984-85 and $12,140,064 for 1985-86 (See Table 3). At the time of this report financial data for 1986-87 was not available.

(Also note that the expenditure figures provided do not include Federal funds carried over from the prior year - about $1.3 million each year. The 1984-85 Federal expenditure of funds fell under the 1963 Vocational Education Act, as amended. 1985-86 Federal expenditure of funds was under the Carl D. Perkins Vocational Education Act of 1984.) 1984-85 expenditures for the Handicapped Vocational Education population were reported to be $1,120,736 and $1,141,734 for 1985-86. These monies represent 9.8% and 9.4% (respectively) of the total basic state grant vocational education expenditures for each fiscal year. A 10.0% allocation of Federal funds is mandated by the Perkins Act, yet due to the Tydings amendments, up to 27 months may be utilized to expend the allocated funds for any given fiscal year. And, therefore, by the end of the expenditure period, expenditures may well meet and/or exceed the mandated percentage.

### Per Student Expenditure: Handicapped

Using 1984-85 expenditures of $1,120,736 Federal monies for a handicapped student population of 7,972, we find the per student expenditure of Federal monies to be $140.58. Using 1985-86 figures of $1,141,734 setaside monies spent for 7,584 handicapped vocational education students, the per student expenditure was approximately $150.55.

### Postsecondary

The 1985-86 Performance Report states that, "No Handicapped Set Aside vocational funds were utilized at the postsecondary level in 1985-86."

## DISADVANTAGED

*Disadvantaged means individuals (other than handicapped individuals) who have economic or academic disadvantages and who require special services and assistance in order to enable them to succeed in vocational education programs. The term includes individuals*

TABLE 1

SPECIAL STUDENT POPULATION ENROLLMENT

| | 1984-85 | 1985-86 | 1986-87 |
|---|---|---|---|
| VOC ED TOTAL (Occupational) | 79,105 | 76,941 | 77,244 |
| Handicapped | 7,972 | 7,584 | 7,304 |
| Disadvantaged | 22,529 | 27,442 | 30,950 |
| Sex Equity | -0- | 19,763 | 21,071 |
| Single Parents/ homemakers | 100 | 1,606 | 1,911 |
| Adult | 11,366 | 11,903 | 12,016 |
| (short term) | (10,302) | (10,078) | (10,333) |
| (long term) | (1,064) | (1,825) | (1,683) |
| Incarcerated | N/A | 483 | 1,220 |

*who are members of economically disadvantaged families, migrants, individuals who have limited English proficiency and individuals who are dropouts from, or who are identified as potential dropouts from, secondary school. For the purpose of this definition, an individual who scores below the 25th percentile on a standardized achievement or aptitude test, whose secondary school grades are below 2.0 on a 4.0 scale (where the grade "A" equals 4.0), or fails to attain minimal academic competencies may be considered to have an "academic disadvantagement." (Admn. Provisions p. 67)*

**K-12 Population: Disadvantaged**

Using this definition, it is very difficult to estimate the number of disadvantaged within South Carolina's K-12 population. The most often-used statistics are those based on the number of students who qualify for reduced or free lunch.

A look at one year's statistics concerning the number of South Carolina K-12 students who qualified for reduced or free lunch provides a better understanding of the total school "disadvantaged" population. In 1985, South Carolina's total school K-12 population numbered 603,890 of which about 266,314 (or 44%) students qualified for reduced or free lunch.

This 44% grouping does not, however, reflect the number of students who were academically, but not economically disadvantaged (those who hold lower than a 2.0 grade average on a 4.0 scale). Nor does the 44% figure necessarily include all those who dropped out or were identified as potential drop outs, migrants, or those individuals with limited English proficiency.

Using the above definition of "disadvantaged", it is highly probable that South Carolina's "disadvantaged" student population in the public school system surpasses the 50% mark.

**Vocational Education Population: Disadvantaged**

South Carolina's Vocational Education Performance Report for the 1985-86 Fiscal Year describes its economically and academically disadvantaged population of 27,097. "Of these, 26,817 (99%) received additional services in mainstream programs and only 280 (1%) were served in separate or self-contained programs."

The Report further states that the disadvantaged student population was 50% males and 67.5% black compared to 49% males and 44% black for all students enrolled in vocational education.

"Disadvantaged students," says the Report, "were enrolled in vocational courses in all program areas during 1985-86, in approximately the same proportions as that for all vocational education students which indicates that equal access was provided disadvantaged students to the full range of programs offered in the State."

It would appear that the number of disadvantaged students enrolled in Vocational Education programs has increased dramatically over the last three years (See Table 1) growing from 22,529 in 1984-85 to 30,950 in 1986-87. Figures presented to the Council indicate that the Vocational Education Disadvantaged population has expanded considerably since the enactment of the Perkins Act. In 1986-87, disadvantaged vocational education enrollment represented 40.1% of the total vocational education enrollment. In 1984, it represented only 28.5% of total vocational education enrollments.

The 40.1% share of disadvantaged students in vocational education now more closely reflects the similar proportion of disadvantaged students in the total K-12 school population (44% to 50%+).

**Administrative Guidelines: Disadvantaged**

As is the case with handicapped students, each Local Education Agency that receives an allocation of Federal funds must inform disadvantaged students and their parents about available vocational education opportunities at least one year before the students enter the grade level in which vocational education programs are first available in the State, and no later than the beginning of the ninth grade.

Also outlined in the Provisions publication are other administrative guidelines which must be followed to serve the "Disadvantaged" population:

*"Each eligible recipient shall provide to each disadvantaged student that enrolls in a vocational education program:*

*"An assessment of the interest, abilities, and special needs of that student with respect to completing successfully the vocational education program;*

*"Special services, including adaptation of curriculum, instruction, equipment, and facilities designed to meet the needs*

TABLE 2

SPECIAL POPULATION GROUPS

Expressed as a Percentage of Total Vocational Education Enrollment

| | 1984-85 | 1985-86 | 1986-87 |
|---|---|---|---|
| Handicapped | 10.1% | 9.9% | 9.5% |
| Disadvantaged | 28.5% | 35.7% | 40.1% |
| Sex Equity | 0.0% | 25.7% | 27.3% |
| Single Parents/ homemakers | .1% | 2.1% | 2.5% |
| Adult | 14.4% | 15.5% | 15.6% |
| (short term) | (13.0%) | (13.1%) | (13.38%) |
| (long term) | (1.4%) | (2.4%) | (2.2%) |
| Incarcerated | N/A | .6% | 1.6% |

*established under (the preceding) paragraph of this section;*

*"Guidance, counseling, and career development activities conducted by professionally trained counselors who are associated with the provision of such special services; and*

*"Counseling services designed to facilitate the transition from school to post-school employment and career opportunities."(Admn. Provisions, p. 68)*

**Expenditures: Disadvantaged**

How Federal funds may be used is specified in the Administrative Provisions publication:

*"Federal setaside funds used for disadvantaged individuals to be served in a self-contained or mainstreamed program are limited to supplemental or additional staff, equipment, materials, and services that are not provided to other individuals in vocational education (excess costs) and that are essential for disadvantaged individuals to particpate in vocational education....*

*"Federal setaside funds may be used for the improvement of vocational education services and activities designed to provide equal access to quality vocational education to disadvantaged individuals, and services and activities which apply the latest technological advances to courses of instruction for disadvantaged individuals.*

*"Federal setaside funds may be used for the acquisition of modern machinery and tools, but only for schools at which at least seventy-five percent of the students enrolled are economically disadvantaged."(Admn. Provisions, p. 68)*

**Limited English Proficient Disadvantaged**

Another stipulation for the receipt of Federal setasides for the disadvantaged concerns limited English proficient students:

*"Each eligible recipient must expend a minimum amount of Title II-Part A Disadvantaged Federal funds for vocational education services and activities for limited English proficiency students enrolled in vocational education. The minimum expenditure...is based on the proportion of limited English proficiency students of the total disadvantaged students enrolled in vocational education in each eligible recipient for the programs year preceding..."*

*(Admn. Provisions, p. 69)*

The 1985-86 Vocational Education Performance Report, points out that only 345 (1.3%) of all disadvantaged vocational students in South Carolina were indentified as disadvantaged due to limited English proficiency. All of this population received additional services in mainstream programs.

**No Postsecondary Allocation**

The Performance Report states that "No Disadvantaged Set Aside vocational funds were utilized at the postsecondary level in 1985-86."

**Per Student Expenditure: Disadvantaged**

Using the available data (see Table 3) one can see that per pupil expenditures of setaside monies for Disadvantaged Vocational Education students has declined. 1984-85 data shows that 12,236,810 Federal monies were expended for 22,529 students; resulting in a per student expenditure of $99.29. 1985-86 data shows that $2,526,242 of Federal monies was spent on 27,442 disadvantaged students resulting in a per student expenditure of $92.06. With increased enrollment numbers of disadvantaged students in 1986-87 reported to have been 30,950, we can expect an even greater reduction in per pupil expenditures for the vocational education disadvantaged population. (At the time of this report financial figures for 1986-87 were not available.)

***"Per pupil expenditures of setaside monies for Disadvantaged Vocational Education students has declined."***

## ADULT VOCATIONAL EDUCATION

Section 322. (A) of Public Law 98-524 (1) describes the population that may benefit from the 12% setaside

monies for vocational education for adult training and/or retraining:

*"(i) individuals who have graduated from or left high school and who need additional vocational education for entry into the labor force;*

*(ii) unemployed individuals who require training to obtain employment or increase their employability;*

*(iii) employed individuals who require retraining to retain their jobs, or who need training to upgrade their skills to qualify for higher paid or more dependable employment;*

*(iv) displaced homemakers and single heads of households who are entering or reentering the labor force;*

*(v) employers who require assistance intraining individuals for new employment opportunities or in retraining employees in new skills required by changes in technology, products, or processes; and*

*(vi) workers fifty-five and older;..."*
*(Public Law 98-524, Sec. 322)*

According to P.L. 98-524, types of grants eligible for these monies, include short-term programs "designed to upgrade or update skills in accordance with changed work requirements..." and "education and training programs designed cooperatively with employers..." or programs which are designed to "build more effective linkages between vocational education programs and private sector employers". These monies may also be used in cooperative education programs, entrepreneurship training programs, curriculum development programs, (towards) "the costs of serving adults in other vocational education programs such as keeping school facilities open longer, and related instruction for apprentices in apprenticeship training programs as well as for recruitment, job search assistance, counseling and remedial services."

**Adult Vocational Education Population**

1984-85 data (see Table 1) shows that 11,366 adult vocational education students were enrolled with 10,302 enrolled in short term courses and 1,064 enrolled in long term courses.

1985-86 saw a slight growth in total adult vocational education enrollment with 11,903 students enrolled. Of these, 10,078 were enrolled in short term courses and 1,825 were enrolled in long term courses.

1986-87 data reveals that of the 12,016 adult vocational education students enrolled, 10,333 were enrolled in short term courses and 1,683 were enrolled in long term courses.

These enrollments do **not** include adult vocational programs under the State Board for Technical and Comprehensive Education which also uses Title II-A basic grant monies.

**Funding**

The 1988 Administrative Provisions publication describes some funding requirements:

*"Adult vocational education funded with Federal monies shall be used to provide job retraining for persons unemployed and upgrading for persons already employed. First priority shall be given to training programs for persons unemployed.*

*"Eligible recipients shall be required to indicate their intent to conduct either long-term vocational education programs (Licensed Practical Nursing, Dental Assisting, etc.) or short term vocational education programs (job skill training, retraining, or upgrading) during the upcoming fiscal year.*

*"Eligible recipients will be required to prepare and submit a plan for conducting adult vocational education programs with submission no later than August of the current application period.*

*"Eligible recipients will be required to expend Federal funds for adult vocational education programs in accordance with their approved application or release these funds no later than March 31. Funds released to the State Office of Vocational Education will be*

***"1986-87 data reveals that of the 12,016 adult vocational education students enrolled, 10,333 were enrolled in short term courses and 1,683 were enrolled in long term courses."***

*reallocated on the competitive basis to other eligible recipients.*

*"Eligible recipients expending less than 90% of their allocation of Federal adult vocational education funds by the end of a school year will not be eligible for adult vocational education Federal funding (formula allocation) in the subsequent school year."*

*(Admn. Provisions 1988, pp. 69-70)*

**Matched State Funds**

Federal funds expended must be matched with local/state funds. Adult vocational education Federal funds are matched with State funds appropriated for Licensed Practical Nursing programs and local/State funds for postsecondary technical and vocational education expended by the State Board of Technical and Comprehensive Education.

The responsibility for the expenditure of Federal funds in accordance with the requirements of the Carl D. Perkins Vocational Education Act is delegated to the State Board for Technical and Comprehensive Education. A Memorandum of Agreement between the State Board of Education and the State Board for Technical and Comprehensive Education was signed in October of 1986 transferring this authority and responsibility, and designating a mechanism for developing priorities for funding programs. This procedure has been in effect, essentially for the 1986-87 and the 1987-88 years.

Monitoring procedures include the use of the vocational education data collection system, program evaluation system and annual progress report.

**Per Student Expenditure**

Data for 1984-85 indicates that 11,366 adults were enrolled in short and long term vocational education programs with a reported expenditure of $1,669,262. Therefore, the 1984-85 basic grant vocational education expenditure per student enrolled in adult vocational education was $146.86. 1985-86 data shows that 11,903 adults were enrolled in vocational education programs. Monies spent were reported as $1,286,687, resulting in a per student expenditure of $108.10—a decrease of $34.76 per student.

# GRANT AWARDS

The Vocational Education 1988 Administrative Provisions describes how other special population groupings are to receive allocated Title II—Part A monies on a grant award basis:

*3.5 % Elimination of Sex bias and Stereotyping.*
(Competitive request for proposal basis from technical colleges and school districts)

*8.5 % Single Parents/Homemakers*
Funds shall be distributed between the State Board of Education and the State Board for Technical and Comprehensive Education as follows:

*The State Board of Education* 40%
(Competitive Request for Proposal Basis)

*State Board for Technical and Comprehensive Education* 60%
(Allocated to technical colleges based on the number of identified single parents/ homemakers to be served.

*1.0% Incarccerated*
These funds shall be awarded to the South Carolina Department of Corrections and Department of Youth Services based on the number of persons served in vocational education during the prior year. *(88 Admn. Provisions, p. 51)*

# SEX EQUITY

The 1985-86 S.C. Vocational Education Performance Report explains that the Sex Equity program during that year, had two major goals:

*"One was the goal of eliminating sex-bias and sex-role stereotyping of vocational education programs while the other goal was designing programs to meet the special needs of young women, aged 14-25 to enable them to support themselves and their families."*
*(S.C. Vocational Education Performance Report, p. 5)*

According to this report, with the first use of these monies:

*"...30 mini grants were funded which provided a variety of activities in local educational agencies. These activities included field trips to worksites of persons performing nontraditional jobs, development of multifaceted public relations programs, implementation of in-service training programs and workshops for faculty, promotion of sex equity through bulletin board competitive events among clubs (VICA, DECA, FBLA, FHA and FFA), targeting*

TABLE 3

Monies Spent on Special Populations And Monies Expressed as a percentage of Total Voc Ed Expenditures.

| | 1984-85 $Spent | % of Total Voc Ed Monies | 1985-86 $Spent | % of Total Voc Ed Monies |
|---|---|---|---|---|
| Handicapped | $1,120,736 | (9.8%) | $1,141,734 | (9.4%) |
| Disadvantaged | 2,236,810 | (19.5%) | 2,526,242 | (20.8%) |
| Sex Equity | 0 | (0.0%) | 223,466 | (1.8%) |
| Single Parents/ Homemakers | 984 | (0.01%) | 801,365 | (6.6) |
| Adult | 1,669,262 | (14.6%) | 1,286,687 | (10.6%) |
| Incarcerted | 0 | (0.0%) | 120,393 | (1.0%) |
| *Total Voc. Ed. Expenditures | $11,475,923 | | $12,140,064 | |

*Expenditures do not include Federal funds carried over from prior year.

*the community through a parental awareness program, sex-fair curricula development activities....*

*"The second program under the sex equity program was designed for young women, aged 14-25 and is similar to the single parents/homemakers program in types of services funded. These programs, however, particularly targeted the pregnant teen and teen parent to enable their completion of high school and continuation beyond. Provision was made for transportation and dependent care services. A total of 9 programs were implemented during 1985-86."*
*(S.C. Voc. Ed. Performance Report, p.6)*

South Carolina's Sex Equity Consultant reported that there were 39 Sex Equity Programs for the 1986-87 Fiscal Year and 14 Model Programs for Young Women. The Sex Equity programs were conducted in 11 technical colleges, 9 school districts or schools, one four-year college and one correctional institution school. The Model Programs were conducted in 8 technical colleges, four school districts and one four-year college.

**Impact Numbers**

The data concerning "Sex Equity" received from the State Office of Vocational Education does not indicate the numbers of those actually "enrolled" in sex equity programs, but rather reflects the total enrollment of those schools where Sex Equity programs were in progress. The Department refers to these numbers as, "Estimates of potential impact". (See Table 1).

These impact numbers reported by the Office of Vocational Education are 19,763 in 1984-85 and 21,071 in 1986-87.

## SINGLE PARENT/ HOMEMAKER

*The term 'single parent' means an individual who (A) is unmarried or legally separated from a spouse, and (B) has a minor child or children for which the parent has either custody or joint custody. The term 'homemaker' means an individual who (A) is an adult, and (B) has worked as an adult primarily without remuneration to care for the home and family, and for that reason has diminished marketable skills.*
*(P.L. 98-524, pp. 2484, 2486)*

The South Carolina Vocational Education Performance Report for 1985-86 states that during FY 1986, 1,606 students (secondary-345; post-secondary-1,261) participated in Single Parents and Homemakers programs offered in school districts, community-based organizations and the 16 technical colleges throughout South Carolina.

In 1986-87 the number of students enrolled in these programs at technical colleges, school districts, and community-based organizations increased by 305 to 1,911. Program components are described:

- *Outreach-Publicity/Recruitment:* Some program sites used community referral and local media promotional campaigns.
- *Counseling, Job Development, and Job Placement:* Program participants were involved in personalized life-planning. Intake, orientation and intensive pre-enrollment sessions focused on building self esteem through group support and positive self assessment. Individual assessments were conducted ... In many programs the targeted population made the transition to employment.
- *Job Skills Training:* An open entry/ open exit concept with performance-based instructional criteria has been used. Career exploration and/or training in high paying nontraditional technical and skill trades jobs are emphasized throughout most programs through a variety of career fields. Funds under this component also covered some instructional cost and small group/individual tutoring.
- *Child Care and Transportation:* Child care and transportation was provided on a contractual reimbursement basis.

TABLE 4

Percentage of Budget Spent for Special Populations Compared to Mandated Percentages.

| | % Spent 1984-1985 | Mandated 1984-85 | % Spent 1985-1986 | Mandated 1985-1986 |
|---|---|---|---|---|
| Handicapped | 9.8 | 10.0 | 9.4 | 10.0 |
| Disadvantaged | 19.5 | 22.0 | 20.8 | 22.0 |
| Sex Equity | -0- | 3.5 | 1.8 | 3.5 |
| Single parents/ homemakers | .01 | 8.5 | 6.6 | 8.5 |
| Adult | 14.6 | 12.0 | 10.6 | 12.0 |
| Incarcerated | -0- | 1.0 | 1.0 | 1.0 |

## INCARCERATED

*The term 'criminal offender' means any individual who is charged with or convicted of any criminal offense, including a youth offender or a juvenile offender. The term 'correctional institute' means any prison, jail, reformatory, work farm, detention center, or halfway house, community-based rehabilitation center, or any other similar institution designed for the confinement or rehabilitation of criminal offenders.*
*(P.L. 98-524 pp. 2483, 2484)*

In 1986 the total prison population under the jurisdiction of the State Department of Corrections was 10,755.

Incarcerated Criminal Offender Enrollments in Vocational Education, in 1985-86 totalled 483 (4.9% of the total prison population), according to figures from the Office of Vocational Education. Of that total, 206 were enrolled from the S.C. Department of Youth Services and 277 were enrolled from the S.C. Department of Corrections.

In 1986-87, a total of 1,220 incarcerated criminal offenders were enrolled in Vocational Education courses. Each of the seven programs offered had some enrollment, indicating that there was access to those programs.

# TECHNICAL EDUCATION

At the time that the Council forwarded its request to the Office of Vocational Education, a parallel request was sent to the staff of the State Board for Technical and Comprehensive Education. Although common usage of the term "vocational education" would not generally include the technical education system, the Federal definition under the Carl D. Perkins Act would include both the secondary level programs and those programs of the technical colleges in South Carolina.

To obtain as complete a picture as possible, the Council requested similar data from the state office of the Board for Technical and Comprehensive Education. The information that follows is based on the response received from that office. Due to different funding sources and a different system of accounting, the data do not parallel that provided by the Office of Vocational Education.

It does show, however, that services also are being provided to the post-secondary occupational education student population for those special population categories identified by the Perkins Act.

TABLE 5

Total Student Enrollments Occupational Technical Education And Special Populations

| | 1985 | 1986 | 1987 |
|---|---|---|---|
| Total Enrollment | 52,500 | 53,726 | 55,166 |
| Adult | 393.7 FTE | 258.4 FTE | not available |
| Single Parent/ Homemaker | N/A | 1,261 | 1,372 |

Total enrollments and special population enrollments for occupational technical education are seen in Table 5.

(FTE is a Full Time Equivalency; a way of compiling enrollments at the post-secondary level so that part-time student enrollments may be considered as equivalent to full-time students.)

The "Adult" enrollments are full-time equivalent enrollments computed by dividing total direct and indirect cost per FTE student for the respective fiscal year in the Technical Education Program into the Carl D. Perkins categorical funding by area. Single Parent/Homemaker program participants are headcount enrollments by fiscal year.

Fiscal Expenditures for these two special population categories served by Technical Education are seen in Table 6.

The State Board for Technical and Comprehensive Education is not funded under the Carl D. Perkins Act for the special populations which include the handicapped. Section 505 of the Rehabilitation Act requires that all programs at the technical colleges be available to the handicapped. The Methods of Administration audit assures that all services are provided on an equal and non-discriminating basis. Each college has assigned a person to work specifically with handicapped students.

Nor is the State Board for Technical and Comprehensive Education funded under the Carl D. Perkins Act for the special population of disadvantaged. Each college, however, participates in the job training programs funded by the Job Training Partnership Act (JTPA). These programs, which vary from short-term, low skill training to year-long high tech courses, are limited to the disadvantaged and unemployed. Cost of these programs system-wide amounts to about $6,000,000 annually.

All of the courses offered by the technical colleges, both credit and non-credit, are available to students throughout the state. Most of the students enrolled in the technical colleges are adults with a system average student age of approximately twenty eight years. The State Tech system provides a comprehensive array of associate degree, diploma and certificate programs; and through state, federal, and local monitoring policies and procedures such as independent CPA audits, program evaluation, MOA compliance, local advisory council review, etc., monitors to assure fiscal and educational accountability.

Approximately 1,200 to 1,400 students participate in the Single Parent/Homemaker Program each year through outreach, guidance and counseling, job training, and child care or transportation assistance. Each of the sixteen technical colleges offers this program funded under this title of the Carl D. Perkins Act, and each college is audited annually as required under the Single Audit concept.

The State Board for Technical and Comprehensive Education receives 60% of the total funds allocated to the State Adult program. All accountability and monitoring processes and procedures for colleges that participate in this program are administered by the

TABLE 6

Special Expenditures, Technical Education

| | 1984 | 1985 | 1986 |
|---|---|---|---|
| Adult | $1,034,949 | $1,052,570 | $777,134 |
| Single Parent/ Homemaker | 0 | 0 | 462,143 |

Office of Vocational Education. In addition to categorical funding through the Perkins Act, all colleges actively recruit female students in ongoing technical education programs as a routine process of supporting the State's economic development efforts by providing highly trained and skilled manpower.

All of the technical colleges located near a correctional institute offer some training to inmates. The nature, cost and funding source for this training vary during any fiscal year, but is not reported as a discrete category. The State Tech System is committed to serving incarcerated persons within its fiscal limits to provide such services.

# CONCLUSIONS

**Population Changes**

The data provided to the Council concerning these special population groupings shows that since 1984-85 there has been a marked increase in the number of disadvantaged students reported enrolled in South Carolina's vocational education programs.

During 1984-85, 22,529 disadvantaged students were reported in vocational education programs. In 1986-87, there were 30,950 disadvantaged students enrolled in vocational education programs. Disadvantaged vocational education enrollment share of the total vocational education population grew from 28.5% to 40.1% in just three years.

This growth, however, does not indicate that Vocational Education has become a program filled with disadvantaged students. In fact, the percentage of disadvantaged students enrolled in Vocational Education programs (40.1%) remains less than the approximate percentage of disadvantaged students enrolled in regular K-12 programs (44% to 50+%).

The vocational education handicapped population has, on the other hand, experience a gradual decrease in both numbers and enrollment share since 1984-85: from 7,972 (10.1% of the total vocational education enrollment) in 1984-85 to 7,304 (9.5% of vocational education enrollment) in 1986-87.

Vocational education handicapped enrollment expressed as a percentage of total vocational education enrollments, closely reflects handicapped enrollment in the total K-12 population. About 11% of the total K-12 school age population in South Carolina is identified as handicapped while about 9.5% of vocational education's enrollment is identified as handicapped.

It is important to note, however, that monies for both handicapped and disadvantaged populations are to be allocated to "...those who because of their handicapping condition (or disadvantage) *cannot succeed* in the regular vocational education program *without special education assistance.*" In other words, this includes only those from the handicapped and disadvantageed student population who are unable to succeed without additional help.

Data concerning disadvantaged and handicapped populations in vocational education dispels the often held belief that vocational education is a dumping ground for the handicapped and the disadvantaged. Since the Perkins Act, the percentage composition of vocational education's special population groupings more closely reflects that of the total (K-12) school population.

There has also been a significant enrollment growth in the incarcerated category. (There are, of course, other adult programs serving the incarcerated.) During the 1985-86 year, 483 students were enrolled in vocational education programs, comprising 6/10 of one percent of the total vocational education enrollment. In 1986-87, 1,220 incarcerated were enrolled, comprising 1.6% of the total vocational education population. In just one year, this vocational education student population increased 250%.

**Intent of Law Met**

The purpose of the Carl D. Perkins Vocational Education Act of 1984 is to assist states in expanding, improving, modernizing and developing quality vocational education programs.

The law specifies that 57% of each state's basic grant money is to be directed toward special population groupings, and furthermore, specifies how that 57% is to be divided among the groupings. Most would agree that the original intent of the law was to assure that individuals who may have been previously underserved (or unserved) are in fact, assured equal access to qualify vocational education programs.

The data presented to the Council, indicated that that is precisely what has occurred in these special population groupings. This is evidenced by an increase in enrollment numbers of most special population categories and an increased population share of special groupings within the total vocational education population.

**Fiscal Expenditures**

As mentioned earlier in this report, Title II, Part A of the Perkins Act specifies that 57% of each State's Basic grant must be allocated for special population

groups in the prescribed proportion:

| | |
|---|---|
| Handicapped | 10.0% |
| Disadvantaged | 22.0% |
| Adult/Postsecondary (training, retraining | 12.0% |
| Single Parents Homemakers | 8.5% |
| Single Equity Grants | 3.5% |
| Incarcerated | 1.0% |

Total Vocational Education expenditures for 1986-87 were not available. However, expenditures for 1984-85 were $11,475,923 and, for 1985-86 were $12,140,064.

Fiscal expenditures reported for each of the six special population groupings for the two most recent fiscal years are seen in Table 3. It should be mentioned that during the 1984-85 year, the distribution of funds, and the accounting system, was under the previous legislation so the expenditures did not reflect the newer population groupings. Also, expenditure reports for the 1986-87 year were not available at the time of this request.

It appears that the State's vocational education expenditures of Federal funds for most categories in 1985-86 approximated the required setasides.

Due to the Tydings Amendments, up to 27 months may be utilized to expend the allocated funds for any given fiscal year. Accordingly, the expenditure reported for a single fiscal year may include portions of funds from three different budget years. As a result, the expenditures may appear to not meet the minimum percentages mandated. However, by the end of the expenditure period, they may well meet and/or exceed the minimum percentage.

***"The percentage of disadvantaged students enrolled in Vocational Education programs (40.1%) remains less than the approximate percentage of disadvantaged students enrolled in regular K-12 programs (44% to 50+%)."***

## RECOMMENDATIONS

**The Council recommends** that the efforts to serve special population groups outlined by the Carl D. Perkins Act be continued.

**The Council recommends** that the Office of Vocational Education analyze the declining handicapped enrollment and find ways to rectify the situation. This drop in enrollment is of particular concern since one of the Office's stated program expansion goals in the 1985-86 Vocational Education Performance report was to, "Increase the number of handicapped students in secondary vocational education programs by 33 percent." However, 1986-87 handicapped enrollment figures showed even further decline.

**The Council recommends** that greater marketing efforts be directed toward special populations groups.

*It is an observation of the Council that the smaller amounts of monies for sex equity grants might be put to better use through pilot projects which benefit South Carolina on a statewide basis rather than at individual, district levels.*

# Private Sector Involvement

## in Vocational and Technical Education

One of South Carolina's most often stated goals is "economic growth", or as some call it "economic development." Most economists agree that before successful economic growth (or development) can occur, three groups must be involved and working together.

Those three groups are: business, government and education. Most economists would agree that when these three groups work well together, growth occurs. When these three groups do **not** work well together, stagnation occurs.

*"When business, government and education work well together, economic growth occurs."*

One of the most common forms of cooperative practice between the private sector and vocational and technical education is advisory committees. These, in theory, keep the school or program informed about the changing needs of a particular business or industry, and can provide expert advice on skills that should be taught, the proper equipment needed for training and the related courses needed to develop lifelong learning skills.

Vocational and technical education have at the core of their existence, the purpose to teach practical skills to prepare people for productive employment—to provide education and training beyond what is normally offered in the academic programs of high schools, but that which does not require a four-year baccalaureate degree.

To *not* listen to the counsel of advisory groups comprised of professionals actually employed in the businesses or industries for which the vocational centers and technical colleges are preparing their students to enter, would defeat the very purpose of these programs.

For an educational institution to *not* utilize the economic influence and the political power that business and industry council members can provide on behalf of educational programs would be most imprudent. Business and industry impact any state's Governor's office and the legislature, specifically by influencing government leaders to support funding for training.

The Carl D. Perkins Act Section 112 outlines tasks which the State Council on Vocational and Technical Education is to perform in its role as advisor to the State Board of Education, assessing the quality and availability of vocational and technical education in South Carolina.

Some of these required reports deal specifically with the involvement of the private sector in vocational and technical education programs.

The Council examines both secondary and post secondary programs (even though this encompasses two separate agencies) due to the Federal definition of vocational education which includes both education levels.

First identified are those policies and procedures already in place which assure private sector participation in South Carolina's vocational and technical education programs and institutions, and then presented are observations and recommendations for the enhancement of private sector participation.

## PRIVATE SECTOR INVOLVEMENT SECONDARY LEVEL

**The South Carolina FY 1988 Administrative Provisions for Vocational Education** is a document which contains ... "guidelines, procedures and administrative requirements based on the regulations, assurances, and certifications in the Three-Year State Plan for Vocational-Technical Education as adopted by the State Board of Education..." (1988 Admn. Provisions, Preface)

This publication's intent is to provide "an operational basis" for vocational education in South Carolina. Included are the various requirements for the administration of Vocational Education, whether they come from a federal requirement, a state requirement, or a policy established by the Office of Vocational Education. The publication includes the requirements, a section that reiterates each of the requirements, then establishes the criteria that will be used to determine if each of the requirements is being met, and also suggests what items may be used as acceptable evidence in the evaluation process.

What follows are excerpted requirements from the publication **FY 1988 Administrative Provisions**, concerning the involvement of the private sector in the planning, advising, and evaluation of secondary level vocational education programs.

### Two Technical Committees

(At the State Department of Education Level)

The Perkins Act requires "technical committees" at the state level which are to focus on vocational education curricula and carry out certain advisory functions.

***What is Required?***

*"The State Board of Education, in consultation with the State Council on Vocational and Technical Education, shall establish at least two technical committees to advise the State Council on vocational and Technical Education, and the State Board of Education on the development of model curricula to address State labor market needs..."*
*(1988 Admn. Provisions, p. 14, Federal requirement)*

### Local Advisory Council

(At the Local School District Level)

Each school district that receives funds for vocational education must establish an overall local advisory council. Due to the variety of administrative patterns that exist to provide vocational education at the local level, there are four options, two of which have secondary options, depending on the local situation. These are:

*School Districts With A Multi-District Area Vocational Center*

Option 1 - The AVC establishes one overall advisory council

Option 2 - Each feeder school district establishes an advisory council *and* the AVC establishes an advisory council representing only the AVC

*Single School District With and Area Vocational Center*

Option 1 - The AVC establishes one overall advisory council

Option 2 - The school district establishes one overall advisory council

*School District Without an Area Vocational Center*

-one overall advisory council

*Post-Secondary Educational Institution*

-one overall advisory council representing the geographic area

The following requirements from the **1988 Administrative Provisions** apply regardless of the option followed:

**What is Required?**

*"Each eligible recipient receiving financial assistance for vocational education shall establish a local advisory council to:*

*(1) review and recommend approval of the three-year local Vocational education plan*
*(2) advise on current job needs*
*(3) advise on the relevancy of the courses offered and*
*(4) coordinate the programs, services, and activities contained in the local plan with training offered locally under the Job Training Partnership Act.*

*This advisory council shall meet no less than twice per year... Local advisory council shall be composed of members of the general public including representatives of business, industry and labor, with the majority from the private sector. In addition, the council(s) shall include representation of both sexes, and of racial and ethnic minorities of the area served.*

*Minutes will be kept of each advisory council meeting and forwarded to the school district Superintendent for review and action.*

*Each eligible recipient shall certify in its local Three-year Plan that the local advisory council for vocational education has been organized and has reviewed the local Three-year Plan and recommends approval as written.*

(1988 Admn. Provisions, pp. 15-17, State Req.)

## State Council Commentary

The state administration for vocational education outlines a formal, thorough system of monitoring that local school districts comply with the state requirements. This section lists, in abbreviated form, the requirement, the criteria and the items that are acceptable as evidence during the evaluation.

**How are the Requirements Evaluated for a School District?**

*"Each local school district shall have an active Vocational Education Advisory council with appropriate community representatives from business and industry.*

*Criteria:*

- *The Vocational Education Advisory council is representative of the clientele and groups that make up the entire community: business/industry, both sexes, minorities.*
- *The Vocational Education Advisory council advises on: coordination with other programs and services, and/or relevance of programs and courses being offered by the district in meeting current and projected manpower needs, and/or the development of the district's local plan for vocational education.*
- *Meets at least two times per year.*
- *Minutes of the council meetings are submitted to the (local) superintendent for review and action.*
- *Council recommendations are implemented.*

*Evidence:*
*Identification of council members, dates of council meetings, minutes of meetings, documentation of recommendations, and documentation of feedback to council members."*

(1988 Admn. Provision, pp. 21-22)

**How are the Requirements Evaluated for High School or Area Vocational Center?**

The following evaluation requirements apply to an area vocational center under some conditions:

*"Each local school district shall have an active Vocational Education Advisory Council with appropriate community representatives from business and industry.*

*Criteria:*

- *The Vocational Education Advisory council is representative of the clientele and groups that make up the entire community: business/industry, both sexes, minorities.*
- *The vocational education advisory council advises on: Coordination with other programs and services, and/or relevance of programs and courses being offered by the district in meeting current and projected manpower needs, and/or the development of the district's local plan for vocational education.*
- *Meets at least two times per year.*
- *Minutes of the council meetings are submitted to the (local) superintendent for review and action.*
- *Council recommendations are implemented.*

*Evidence:*
*Identification of council members, dates of council meeting, minutes of meetings, documentation of recommendations, and documentation of feedback to council members."*

(1988 Admn. Provisions, pp. 26-27)

## Curriculum or Program Advisory Committee

(At the local School District Level)

In addition to the school district-wide, or area vocational center councils, the state requires advisory committees as stated below. Service areas include agricultural, business, health occupations, home economics, marketing, and trade and industrial. Due to the wide diversity of program offerings under the heading of trade and industrial (T&I), the state requirements are for a separate advisory committee for each program under T&I.

**What is Required?**

*"Each vocational service area and each course within the Trade and Industrial services area receiving any type of vocational financial assistance through a local educational agency, shall establish an advisory committee. The advisory committee shall meet no less than twice per year. The committees shall be composed of persons with special knowledge and experience to adequately advise the instructor(s) of that service/course area and administrator(s) of the school or area*

*vocational center. The committees should be composed of persons outside the education profession chosen from the community or geographic area served.*

*Each eligible recipient shall affirm through the Assurances of the three-year plan that advisory committees have been established.*

*Minutes will be kept of each advisory committee meeting and forwarded to the area vocational center director or high school principal for review and action."*

(1988 Admn. Provisions, pp. 16-17, State requirement)

**How the Requirements are Evaluated?**

*"Each Vocational Education service area and each program within the Trade and Industrial Education service area receiving vocational financial assistance shall establish an advisory committee.*

(1988 Admn. Provisions, p. 37, State requirement)

*Criteria:*

- *The advisory committee meets a minimum of twice annually.*
- *The Vocational Education Advisory Council is representative of the community and business industry which it serves.*
- *The advisory committee is composed of at least three members.*
- *The advisory committee contributes to the determination of program needs, objectives, and course content.*
- *Minutes of the committee meetings are submitted to the principal/director for review and action.*
- *Committee recommendations have been implemented.*

*Evidence:*
*Indentification of Committee members, dates of committee meetings, minutes of meetings, documentation of recommendations, and documentation of feedback to committee members."*

(1988 Admn. Provisions, p. 37, State requirement)

## Agricultural Advisory Team

(At the State Department of Education Level)

Due to specific wording of the Education Improvement Act of 1984, this additional requirement for participation of a private sector member (local advisory council member) in the on-site evaluation team for agriculture education programs is provided.

**What is Required?**

*"Local programs of vocational agricultural education and the school district's need assessment for agricultural education programs are reviewed by the State Department of Education consultants for agricultural education with the participation of an advisory team consisting at minimum of a member of the local advisory committee for vocational agriculture, a member of the local advisory council for vocational education and a teacher educator for agricultural education from Clemson University."*

(1988 Admn. Provisions, p. 38, State requirement)

**How are the requirements Evaluated?**

The procedures for the evaluations of the vocational programs include the measure to involve a member of the local advisory committee for vocational agriculture and a member of the local advisory council for vocational education and a teacher educator in agricultural education when evaluating any programs of agricultural education.

## Instructional Enhancement

(At the Local School District Level)

This is another indication of the desire for involvement of the private sector in the delivery of vocational education. The criteria that are specified must be checked by the evaluating team for evidence of adherence to the policy.

**What is Required?**

*"Community Resources shall be identified and utilized to enhance the quality of the instructural program.*

*Criteria:*
*The school initiates and maintains liaison with business and industry. Community organizations cooperating with the program are identified. Community resources are used to supplement classroom instruction (e.g., speakers, consultants, learning resources, donations, work experience, field trips, etc.)*

*Evidence:*
*Description of use of community resources."*

(1988 Admn. Provisions, p. 40, Quality Requirement)

## Long-Term Adult Vocational Advisory Committee

(At the Local School District Level)

The use of an advisory committee in long-term adult vocational programs is additional evidence of public participation in vocational programs.

**What is Required?**

*"Approved long-term adult vocational programs shall have a formal advisory committee composed of representatives from business/industry and/or the*

# FINDINGS

## *FROM A REVIEW OF*

## VOCATIONAL EDUCATION SUMMARY REPORTS

The Office of Vocational Education is required to conduct vocational education program evaluations no less than once every five years for each vocational education program in the State. Summary reports from each of these evaluations are provided by the Office of Vocational Education to the State Council on a routine basis.

Evaluative remarks concerning the individual district's program involvement with the private sector are sometimes contained in these summary reports. In some cases, remarks concerning compliance or non-compliance with Vocational Education's Administrative Provision requirements for private sector involvement (in part) are included.

Twenty three (23) summary reports of vocational education programs in school districts and vocational education centers were examined to provide a measure of the degree of private sector involvement in vocational education programs. These summary reports had been prepared by the Department of Vocational Education within a time span ranging from 11-26-86 to 5-25-87 (See Table 1).

An examination of the 23 summary reports which evaluate entire school districts, and vocational centers regarding compliance with administrative guidelines, contained narrative in only two (8.7%) summary reports which reported that two districts were in non-compliance concerning the required private sector committee/council structure.

It was found that 5 (23%) of these same 23 summary reports contained remarks indicating exemplary participation of the district's or center's advisory councils and/or program committees.

And, 8 (35%) of the 23 summary reports made no mention of private sector involvement. This, according to the Office of Vocational Education, indicates minimal compliance.

Agricultural advisory committees were specifically cited in 8 (35%) of these most current 23 summary reports with 3 of the summary reports (13%) making no mention of private sector involvement other than agricultural committees in the narratives.

These summary reports appear to be the only documentation at the State level concerning the existence of local advisory councils/committees. Vocational education staff report that minutes of the various programs' advisory councils meetings were contained in the files of those districts and vocational centers where the State vocational education evaluating committee made no mention of the committees/councils in the summary reports.

None of these summary reports contained narrative (positive or negative) concerning long term adult vocational education committees, instructional enhancement committees or the presence or absence of plans for cooperative education.

(It should be noted that starting in FY 1988-89, the State Board for Comprehensive and Technical Education will monitor all adult vocational education programs.)

TABLE 1

Information about Private Sector Involvement Presented in Vocational Education's Summary Reports

11-26-86 to 5-25-87

| | |
|---|---|
| **Positive or Neutral Evaluative Remarks:* | |
| No narrative about private sector involvement. | 6 |
| Narrative noted agriculture committee specifically. | 8 |
| Narrative noted program advisory committees. | 10 |
| Narrative noted advisory council. | 4 |
| *Negative Evaluative Remarks:* | |
| Narrative noted con-compliance with standards | 2 |

*(Some programs received notes concerning several categories.)

*professional field(s), student(s), the lay public and other appropriate representation."*

(1988 Admn. Provisions, p. 72, State requirement)

**Cooperative Vocational Education**

(At the Local School District Level)

There is a requirement that, "beginning with the 1987-88 school year, local school districts shall provide the opportunity for the cooperative method of instruction in the final level of vocational education (occupational) courses."

**What is Required?**

*" A written plan for the implementation and maintenance of the cooperative method of instruction shall be developed by the local education agency, in collaboration with business and industry..."*

(1988 Admn. Provisions, p. 98, Federal and State Requirements)

## PRIVATE SECTOR INVOLVEMENT POST SECONDARY

**Technical Education Requirements**

Information provided to the State Council by the State Board for Technical and Comprehensive Education, contained directives for the establishment of instructional program advisory committees (Legal Authority–Act 1268 of the Code of Laws of South Carolina, 1972 and Act 654 of the Code of Laws of South Carolina). This information says:

*"For all curricula approved for implementation by South Carolina Technical Colleges, each college will form an active lay advisory committee from the college service area to provide appropriate input and advice. Each advisory committee will be representative by number, composition, and experience of the occupations reflected in each curriculum. The advisory committee may serve one or more curriculums within a cluster as deemed most advisable by the college president or area commission. Where feasible, certain advisory committees may serve multi-institutional, regional, or statewide purposes under unique circumstances. In this case, the state office curriculum and/or other instructional coordinators should be involved as an ex officio member."*

*(Number 3-1-401, TEC Policy Manual)*

Also included in information provided to the State Council by the State Board for Technical and Comprehensive Education were procedures to direct and implement private sector involvement in the form of advisory committees:

*"Under the 1976 Vocational Education Act, the South Carolina State Advisory Council on Vocational and Technical Education is responsible for technical assistance and leadership where needed by technical and vocational education. The State Office Division of Instruction's staff members are also available for technical assistance to TEC institutions in organizing and training of committee members and implementing the committee's activities."*

The advisory committee policy guidelines as recommended by the State TEC Board for the South Carolina Technical Colleges are as follows:

*" • Hold at least two formal meeting each year.*
*• New member installation and election of officers will be a part of the agenda for the first meeting each year.*
*•The technical college's department head or other designated staff serve as recording secretary and advisor to the committee.*
*•The dean of instruction or other designated college administrator will serve as the institutional coordinator for all advisory committees.*
*•Official appointments to membership on the advisory committee will be made by the president and/or area commission chairman of the college. Provisions will be made to insure that new members are added periodically in order to provide opportunity for representation by new industry in the service area.*
*• Operate meetings under a planned agenda.*
*• Minutes of each formal meeting will be kept on file by the recording secretary and by the coordinator of the advisory committee.*
*• Informal contact will be maintained with members for continuity of input between formal meetings.*
*• Memberships will be given high visibility through various college activities.*
*• The college will be responsible for developing institutional policies and detailed procedures to implement the State Board policy. A copy of the college's policy and procedures will be filed with the State TEC Central Office."*

(number 3-1401.1 TEC Procedure Manual)

## COORDINATION

**Private Sector Involvement**

The South Carolina Employment Revitalization Act (ERA) was designed to promote a more coordinated job training system and to tie the state's occupational education programs more closely to economic development efforts.

Sixteen (16) Area Occupational Training Advisory Committees, (or AOTACs) were created by the ERA to coincide with the areas served by the state's 16 postsecondary technical colleges.

The composition of each 12-member committee was also prescribed by law, with four appointments made by the State Board of Education; four by the State Board for Technical and Comprehensive Education; two by the Coordinating Council for Economic Development; and two by the Governor's Office.

The Act further stipulated appointment categories such that seven members represent the private sector (business/industry) and five represent education. The Chair of each AOTAC is required to be selected from among its private sector members.

These 16 AOTACs have made significant progress in their efforts to "increase coordination, articulation, and effectiveness among the various vocational, technical, occupational and adult education programs and economic development programs in each area."

In particular, progress has been made toward the articulation of secondary and post secondary levels of occupational education where comparable programs exist.

## COMMENTS

### Secondary

The Vocational Education Administrative Provisions provides what appear to be an excellent conceptual plan for involving the private sector in vocational education programs. Within the Provisions there is an organizational structure recommended for overall involvement (the advisory council) and a structure for programmatic concerns (special areas or program committees). There are also requirements for special committees for instructional enhancement, long-term adult vocational education, and cooperative vocational education programs.

These Provisions state that the composition of each group must be representative of the community and that both sexes and minority groups are represented in the membership. For some committees, the Office of Vocational Education has outlined minimal reporting requirements; e.g. sending minutes to the district superintendent, center director or school principal. This would appear to ensure a means by which committees can communicate their recommendations to district school personnel.

The Provisions manual requires a committee for long-term adult vocational programs which are the programs for Licensed Practical Nursing. There are no directives concerning the composition of the committee, minimum meeting time requirements, or a formal reporting mechanism.

Of course, the Provisions simply outline the structure of advisory committees. Even if a school district or vocational center met the "active council/committee minimum criteria of two meeting per year," it would seem unlikely that this would ensure "active" (or meaningful) participation.

The South Carolina Department of Education, Office of Vocational Education (OVE) has produced and distributed a guide, "How Your Advisory Committee Can Work for You." While the Council is advised that "over 12,000 copies of the guide have been distributed", the Council offers the following observations:

First, the guide is written in general terms and does not address the distinctive differences in the various types of committees; secondly, the guide is written for the administrator or teacher, not for the lay member; and last, the publication is undated, thus giving no indication of whether or not it is current.

The State's first stated requirement concerns "Technical Committees" and is a requirement derived directly from the specifics of the Perkins Act. Since the inception of state technical committees, the State Council has been included in the selection process of committee members. The State Council has been represented by council staff at all technical committee meetings.

Under the policy requirement for cooperative education, there is no definition of what constitutes acceptable "collaboration" with business and industry.

### Post Secondary

Technical Education's requirements seem to encourage the active involvement of the business sector and the community in technical education programs.

At the State Level there is only one advisory committee; that is, an advisory committee for agriculture. All other advisory committees are at the local level and, as stated in the policy manual, must be organized for each curriculum (some curricula may share committees–if curricula are linked to the same profession.)

Any new curricula submitted to the State Board for Technical and Comprehensive Education must be recommended by the district's advisory committee and, as stated in the procedural portion of the policy statement, "a copy of the college's policy and procedures will be filed with the State TEC Central Office."

Other than those two instances, there is no way to evaluate the status or activities of advisory committees at the tech colleges, nor is there any directive to verify that a committee exists, or that it is active except in the case of the formal proposal of a new curricula which must be endorsed by the advisory committee.

## RECOMMENDATIONS

*Vocational education at the secondary level has State requirements for private sector involvement which far exceed the Federal requirements. From the limited reporting of compliance with the requirements for advisory committees and advisory councils, it appears that in most cases the additional requirements are being met by the local school districts. The State Board of Education, Office of Vocational Education, is commended for establishing these additional requirements.*

**The Council recommends** that the State Board of Education revise a set of guidelines for the involvement of advisory committees. These guidelines should be written so they will be clear to others not involved in administration, and provide guidance to lay committee members in detailing the duties, expectations, and requirements for each type of advisory group.

**The Council recommends** that the State Board for Technical and Comprehensive Education update the obsolete policy #3-1-401.1.

**The Council recommends** that the State Board for Technical and Comprehensive Education establish some process for ensuring that there is, indeed, active use of local advisory committees and/or councils.

# ANALYSIS OF DISTRIBUTION OF FUNDS FOR SECONDARY AND POST SECONDARY VOCATIONAL EDUCATION

The State Council on Vocational and Technical Education has a number of responsibilities prescribed by the Carl D. Perkins Vocational Education Act. Among these are items that address fiscal analysis, or distribution of funds utilized to support secondary and post secondary vocational education. The Act specifies that, in addition to other duties, "each state council shall:

*"(3) analyze and report on the distribution of spending for vocational education in the State and on the availability of vocational education activities and services within the State; and*

*"(6) assess the distribution of financial assistance furnished under this Act, particularly with the analysis of the distribution of financial assistance between secondary vocational education programs and postsecondary vocational education programs."*
*(P.L. 198-524, Part B, Sec 112 (d) (3), and Sec 112 (d) (6)*

Further clarification of these responsibilities is given in the Rules and Regulations pertaining to this Act, which specifies that each of these duties must be accomplished during "each State plan period..." The initial State plan period under this Act encompasses the time span from July 1, 1985 through June 30, 1988. Thereafter, the State plan period extends for two years, beginning July 1, 1988 and repeating in 1990, 1992, etc. Further, the Rules and Regulations include the word "all" in the Federal Register in reference to "distribution of **all** spending". (Federal Register, Vol.50, No. 159, dated August 16, 1985, Part I, Subpart A, Para. 401.16 (3) p. 33238)

## TWO DELIVERY SYSTEMS

South Carolina has two primary educational systems that deliver vocational education services as defined by the federal legislation on vocational education. One system encompasses the programs of vocational education, provided by the high schools and the area vocational centers in the state, which primarily provide services to secondary level students in the public schools.

These programs are governed by Laws, Rules and Regulations, and standards of the State Board of Education (State Board for Vocational Education).

The other delivery system included in the federal definition of vocational education is the technical education system, which consists of sixteen technical colleges, administered by both the State Board for Technical and Comprehensive Education and individual area commissions.

Consequently, to fulfill its responsibilities, the State Council must examine both the secondary level vocational programs and its attendant administration, and the occupational programs under the aegis of the State Board for Technical and Comprehensive Education.

## VOCATIONAL EDUCATION

Federal funds for vocational e
tion available to the state are received and administered by the State Board of Education (State Board for Vocational Education), which is designated the sole state agency responsible for the administration of these federal vocational education funds. Administratively, the responsibility is carried out by the Office of Vocational Education in the Department of Education.

The majority of these federal funds are utilized by local school districts, together with state appropriated funds. The state funds are provided by state appropriation and distributed according to provisions of the Educational Finance Act of 1982 (EFA) and the Education Improvement Act of 1984 (EIA). Funds to support vocational education provided to school districts, then, consist of a combination of federal and state funds. The individual school districts combine these monies from the state with other

funds derived from local tax millage and with other locally obtained funds.

Part of the funds provided under the Carl D. Perkins Vocational Education Act are retained at the state level for administration, research, curriculum development, consumer and homemaking education, and other purposes.

An additional portion of the federal funds available under the Carl D. Perkins Act is provided through the State Board of Education (SBE) to other state boards, agencies, and institutions, e.g. the State Board of Corrections to serve the incarcerated, the Wil Lou Grey Opportunity School, and the Department of Youth Services. At the other agencies the funds are combined with other state and/or local funds to provide for the delivery of services.

There are also other uses of the funds. For example, programs of teacher education at several of the four-year colleges and universities receive federal vocational education funds through the SBE. This financial support provides programs that prepare certified teachers for vocational education. Funds are also provided to state supported colleges for other specific purposes, including in-service training of professional vocational education personnel.

The Office of Vocational Education, State Department of Education, in March of 1988, published **South Carolina Vocational Education 1987-88 Mini-plan: 1986-87 Progress Report.**

This report contained data seen in figures 1,2,3.

We see that at least 4,075 separate vocational program offerings were provided to students at 291 locations in the State of South Carolina during the 1987-88 school year.

FIGURE 1

WHERE VOCATIONAL EDUCATION IS TAUGHT

| | |
|---|---|
| Number of high schools where secondary vocational education is taught | 238 |
| Number of vocational centers | 53 |
| Total locations where vocational education taught | 291 |

FIGURE 2

VOCATIONAL EDUCATION OFFERINGS

| | |
|---|---|
| Individual vocational offerings - high school | 2,987 |
| Individual vocational offerings - voc. centers | 1,088 |
| Total vocational offerings | 4,075 |

FIGURE 3

1986-87 EXPENDITURES

VOCATIONAL EDUCATION

| | |
|---|---|
| Federal Funds | $ 13,010,427 |
| State & Local Funds | $ 63,862,426 |
| Total Reported Expenditures | $76,872,853 |
| 1986-87 Vocational Enrollments: Secondary Enrollment | 116,066 |

# TECHNICAL EDUCATION

Fiscal support for the technical education system more closely follows the pattern established for institutions of higher education. Thus, data are not available in comparable form. Also, the percentage of support from different sources is not similar to that of secondary level vocational education. According to the 1988-89 budget detail, approximately 57% of the funds are provided as state appropriated funds, while the federal funds for vocational education actually represents less than 1 percent of the budget for the technical colleges. The major sources of support for the techncial colleges are state appropriated funds and student tuition and fees, followed by local support which varies at each institution.

Data regarding the programs of the State Board for Technical and Comprehensive Education: financial and student enrollment; are not reported in the format used above for vocational education. However, data provided in the 1988-89 budget request to the State Budget and Control Board, and from the 1986-87 Annual Report of the State Board for Technical and Comprehensive Education states expenditures seen in figure 4 and enrollments seen in Figure 5.

FIGURE 4

TECHNICAL EDUCATION

1986-87 Expenditures:

*(administration and technical college programs only, but not including attributable employee benefits)*

| | |
|---|---|
| Total Funds | $123,357,409 |
| Federal vocational education funds included in the above total (SDE data) | $1,886,484 |

FIGURE 5

TECHNICAL EDUCATION ENROLLMENTS

| | |
|---|---|
| Number of technical colleges | 16 |
| Enrollments (full-time equivalents) | 28,149 |
| FTE less AA/AS transfer | 25,461 |
| Enrollments, Updduplicated Headcount | 158,000 |

# CONCLUSIONS

***Distribution of Funds.***

The Federal funds for vocational education, as administered by the Office of Vocational Education, represent approximately 16% of the reported expenditures for vocational education, excluding those funds transferred to technical education. On the other hand, the 1986-87 reported expenditures of vocational education funds by technical education represent less than one percent of the reported technical college budgets.

The technical college programs are more visible, and the current political climate within the state indicates the potential for additional support for the technical college programs. Within the State's appropriation process, vocational education is considered as a part of the total funds for K-12 public education. Both types of programs are vital to the development of the individuals and to the economic development of the state in order to provide a more highly trained workforce.

Since only about 15 percent of the annual expenditures of federal vocational education funds in this state is expended by the technical education system, the only major change that could occur would be an increase in the amount transferred to technical education. The net result in this case would be to decimate the fiscal support for vocational education since the K-12 system has no readily available way to replace the loss of funds. The gain to the technical college system would not cause a dramatic increase in availability of programs because of the limited impact on an already large (relatively) budget.

Withdrawing the current level of support for postsecondary (technical college) vocational education is not a viable alternative, since the federal legislation mandates minimal expenditures for postsecondary vocational education.

***Availability of Programs and Services.***

South Carolina appears to provide a large number of offerings of vocational education at the secondary level and technical education at the postsecondary level conveniently available, geographically, throughout the state. South Carolinians are able to take advantage of these offerings without having to commute great distances. The State Board of Education and the State Board for Technical and Comprehensive Education are commended for their active leadership during the past three decades in establishing and maintaining these institutions.

One weakness of the system of vocational education centers appears to be the less than optimum utilization of facilities. Although there are some outstanding exceptions, vocational education centers oftentimes are occupied for only approximately six hours each day, and for only 185-90 days a year. While some of the reasons for this lack of optimum usage are cultural and others are out of tradition, it would appear that greater utilization of these physical facilities would be more cost effective.

# RECOMMENDATIONS

1. The current ratio of expenditures of federal funds for vocational education between secondary and postsecondary vocational education programs should be maintained at essentially the same level and in the same manner.

2. Vocational education groups and professional personnel should be supportive of budget requests for funds for occupational education by technical education, and the technical education professional personnel and/or groups should also be supportive of the need for state funds for vocational education.

3. In some areas coordinating groups for adult vocational education have been established to continue beyond the initial two years of the individual area Occupational Training Advisory Committees (AOTACs). Where these committees exist, informational notices of the award or distribution of funds for adult vocational education should be provided to the committee any time these funds are made available.

4. The State Board for Vocational Education (State Board of Education) should develop strategies and establish some pilot project or projects to increase the utilization of the vocational education facilities. This should emphasize increased use of the area vocational education centers where there are not on-going programs of adult vocational education and adult education in addition to the secondary vocational education programs.